

MINUTES

STATE BOARD OF EDUCATION

Ladislaus B. Dombrowski Board Room
John A. Hannah Building
608 West Allegan
Lansing, Michigan

August 8, 2002
9:00 a.m.

Present: Mr. Thomas D. Watkins, Jr., Chairman
Mrs. Kathleen N. Straus, President
Mrs. Sharon L. Gire, Vice President
Mrs. Eileen Lappin Weiser, Treasurer
Mr. Michael David Warren, Jr., Secretary
Mrs. Marianne Yared McGuire, NASBE Delegate
Mr. John C. Austin
Dr. Herbert S. Moyer
Mrs. Sharon A. Wise
Mrs. Kimberly Wells, representing Governor John Engler, ex officio

I. CALL TO ORDER

Mr. Watkins called the meeting to order at 9:15 a.m.

II. AGENDA MATERIALS

- A. 2001-2002 Technical Assistance on Reading (Then Mathematics), Getting Everyone On Target/Putting Literacy On Us (TARGET/PLUS) Technical Assistance to Low-Achieving Schools Grant

III. INFORMATIONAL MATERIALS PROVIDED TO THE BOARD

- A. Information on Financial Literacy Models for P.A. 111
- B. Information on Special Education Advisory Committee Activities Report for 2001-2002

IV. APPROVAL OF AGENDA AND ORDER OF PRIORITY

- A. Adoption of Performance Standards (Cut Scores) for MI-Access, Michigan's Alternate Assessment Program - added to agenda

- B. Report on Title I Schools Identified for Improvement - added to agenda
- C. Approval of Revised Position Statement on Inclusive Education for Purposes of Public Comment - added to agenda
- D. Approval of Revised Policy for the Appointment of Surrogate Parents for Special Education Services for Purposes of Public Comment - added to agenda
- E. Report on Approval of New or Revised Teacher Education Programs - added to agenda
- F. Report on Department of Education Cosponsorships - added to agenda
- G. 2001-2002 School Renovation, IDEA, and Technology Grant Program - Category 1 - Initial - added to agenda
- H. 2002-2002 Title I Accountability/School Improvement - Amendment - added to agenda
- I. 2001-2002 Technical Assistance on Reading (Then Mathematics), Getting Everyone On Target/Putting Literacy On Us (TARGET/PLUS) Technical Assistance To Low-Achieving Schools Grant - added to agenda
- J. Approval of Criteria for Title I Supplemental Service Providers - removed from consent agenda and placed under discussion items
- K. Report on Pending Motions - removed from agenda

Mrs. Straus moved, seconded by Mr. Austin, that the State Board of Education approve the agenda and order of priority, as modified.

Ayes: Austin, McGuire, Moyer, Straus, Weiser, Wise

Absent during vote: Warren

Absent: Gire

The motion carried.

V. INTRODUCTION OF STATE BOARD OF EDUCATION MEMBERS AND GUESTS

Mrs. Eileen Hamilton, State Board Executive, introduced the members of the State Board of Education and guests attending the meeting.

VI. APPROVAL OF STATE BOARD OF EDUCATION MINUTES

- A. Approval of State Board of Education Minutes of Meeting of June 13, 2002

Mr. Warren moved, seconded by Mrs. Weiser, that the State Board of Education approve the minutes of the meeting of June 13, 2002.

Ayes: Austin, McGuire, Moyer, Straus, Warren, Weiser, Wise
Absent: Gire

The motion carried.

VII. PRESIDENT'S REPORT

- A. Reading First

Mrs. Straus congratulated the Department on being one of the first states to receive a Reading First federal grant for \$28.6 million to ensure that all children are reading by the end of the third grade. Mr. Watkins commended staff, board members, and the Governor's Office for their diligent work in obtaining the grant award.

- B. NCREL Work Session on No Child Left Behind in Chicago, Illinois

Mrs. Straus said she attended an NCREL work session on July 15-16, 2002, in Chicago on No Child Left Behind with Mr. Watkins, Mrs. Wells, Senator Leon Stille, and Ms. Elaine Madigan. Mrs. Straus said the session was informative and helpful information was provided.

- C. Lieutenant Governor Candidates

Mrs. Straus said Mrs. Wise and Mr. Watkins have both been mentioned as potential candidates for Lieutenant Governor. Mrs. Straus noted that it is a tribute to the work of the State Board of Education and State Superintendent.

- D. Pending Motions Report

Mrs. Straus said she, Mrs. Gire, and Mr. Warren have discussed and reviewed drafts of the Pending Motions Report, as mentioned in the By-Laws. Mrs. Straus said they would like to discuss the report with the Board at a future meeting.

VIII. PRESENTATION OF REPORT OF THE STATE BOARD OF EDUCATION ENSURING EARLY CHILDHOOD LITERACY TASK FORCE

Mrs. Wise, Chair, Ensuring Early Childhood Literacy Task Force, introduced the following members of the Task Force: Ms. Janna Birchmeier, Baker College, Early Learning Center; Ms. Deanna Birdyshaw, Center for the Improvement of Early Reading

Achievement, University of Michigan School of Education; Dr. Lindy Buch, Office of School Excellence, Michigan Department of Education; Dr. Sally Edgerton, Michigan Association of Teacher Educators; Ms. Jan Ellis, Office of School Excellence, Michigan Department of Education; Ms. Lena Montgomery, Wayne Regional Educational Service Agency; Ms. Bonnie Rockafellow, Office of Professional Preparation and Certification Services, Michigan Department of Education; Ms. Faith Stevens, Office of School Excellence, Michigan Department of Education; and Ms. Kristine Tardiff, Library of Michigan.

Mrs. Wise thanked Mr. Joseph Gasper, Assistant Superintendent, Newaygo Intermediate School District, for serving as the Task Force facilitator. She also thanked Task Force members and staff for their participation.

Mrs. Wise said that it is the responsibility of the State Board to outline what is needed to help children be successful learners. She said the Board needs to take an expanded leadership role to increase public awareness of the importance of early literacy, as well as foster interagency initiatives and support programs that reach out to the most vulnerable children.

Mrs. Wise said the Task Force goals are to: (1) ensure all children enter school ready to learn; (2) ensure all children become independent readers/communicators who can understand and apply information within their daily lives; and (3) ensure that all schools are ready to meet the needs of all children.

Mrs. Wise introduced Ms. Ellis who gave a PowerPoint presentation on the Task Force report. Ms. Ellis said that a child's cognitive development during early childhood, which includes building skills such as pre-reading, language, vocabulary, and numbers, begins from the moment a child is born. Ms. Ellis spoke of the success of the Read, Educate, And Develop Youth (R.E.A.D.Y.) Program in providing kits containing child development information, learning activities, and other materials for families with young children. Ms. Ellis introduced Ms. Birchmeier who provided an overview of promoting public awareness to inform citizens to become dedicated to early literacy. Ms. Birchmeier stated that parents and families are eager to receive information on early literacy. Dr. Buch continued the presentation focusing on research and knowledge development. Dr. Buch said that Michigan was a leader in establishing early childhood standards as the basis for funding early childhood programs however the standards are ten years old and need to be updated.

Ms. Montgomery addressed the area of fostering collaborative state and community partnerships that optimize the growth and development of Michigan's children. Ms. Montgomery urged the Board to continue to work with Ready to Succeed, which is a broad-based, well-respected, high-profile collaborative effort designed to reach all families and communities promoting the message that early literacy begins at birth.

Dr. Buch and Ms. Birdyshaw shared information on comprehensive early literacy services. Dr. Buch said the Task Force is recommending the restoration and increase of

formula funding of All Students Achieve Program-Parent Involvement and Education (ASAP-PIE). Dr. Buch said ASAP-PIE fostered language development for children beginning at birth, which is essential in becoming a successful reader. Dr. Buch said there is a need to increase funding for the Michigan School Readiness Program (MSRP) for three- and four-year-old children who are currently unserved and at-risk of school failure or reading failure.

Ms. Birdyshaw discussed the importance of early assessment in various at-risk learners, and learning experiences that can have a positive affect.

Dr. Edgerton outlined the recommendations regarding teacher preparation and professional development. Dr. Edgerton said all people who work with children, including child care providers and early childhood educators, need professional development opportunities. Dr. Edgerton said there is a need to restore funding to Regional Literacy Training Centers to provide professional development in early literacy development and acquisition. Dr. Edgerton stated that the Task Force believes the administrative rules for teacher certification should be revised to require all newly assigned kindergarten through second grade teachers have early childhood (ZA) endorsements within two years of their assignment by September 1, 2005.

Mr. Warren asked if there are any unique recommendations targeted toward chronically underachieving schools. Mrs. Wise said that the recommendations are directed toward any children needing assistance, regardless of what school they attend.

Dr. Moyer said the Board needs to be consistent and maintain its resolve toward funding. Mrs. Wise said one of the recommendations is increasing public awareness on the importance of investing in the youngest citizens, which will generate public pressure to provide funding.

Mr. Austin asked if there are successful programs that should be highlighted and replicated. Dr. Buch said there are successful programs and experts in the state. Dr. Montgomery said school districts are eager to participate, but need funding.

Mrs. Straus thanked the Task Force and stressed the importance of funding early literacy efforts as a means of prevention of school failure.

Mrs. Wise presented a certificate of appreciation to each Task Force member who was present.

Mr. Watkins said the Board will be asked to take action on the Task Force recommendations at its next meeting.

The Michigan State Board of Education Early Literacy Task Force Report, as presented, is attached as Exhibit A.

IX. RECESS

The Board recessed at 10:40 a.m. and reconvened at 10:55 a.m.

Mrs. Gire joined the meeting at 10:55 a.m. Mrs. Straus welcomed her and said the Board is glad to have her remain on the State Board of Education, now that her campaign for the State Senate is ended.

X. PRESENTATION OF REPORT OF THE STATE BOARD OF EDUCATION
ELEVATING EDUCATIONAL LEADERSHIP TASK FORCE

Mrs. McGuire, Chair, Elevating Educational Leadership Task Force, introduced the following members of the Task Force: Ms. Marilee Bylsma, Director, Professional Development Academy, Detroit Public Schools; Ms. Yvonne Caamal Canul, Partnership for Success, Michigan Department of Education; Dr. Barbara Markle, College of Education, Michigan State University; Ms. Phyllis Ross, Principal, Detroit Public Schools; and Mr. Paul Smith, Principal, Dearborn Public Schools.

Mrs. McGuire said the intent of the Elevating Educational Leadership Task Force Report is to draw upon the experiences of principals to outline as much as possible their roles and duties, and at the same time lay out some guidelines for what it takes to provide outstanding leadership. Mrs. McGuire said the Task Force also wanted to provide a framework for what a school needs to do to raise the level of education of all children.

Mrs. McGuire shared a video presentation of interviews with principals speaking about the complexity of the principal's job and how it has changed over the past 20 years.

Dr. Markle provided an overview of the task force report. Dr. Markle said there are fewer qualified applicants applying for the job of principal due to the demands of the job and the lack of differential in pay between teachers. Dr. Markle said 289 state and federal mandates have been added to the jobs of principal and superintendent over a 25 year period.

Mr. Smith explained Policy Recommendation 1: The State Board should recommend to the Legislature a new system of endorsement for school administrators. Mr. Smith said Michigan is the only state that has no standards and does not license or certify its school administrators.

Mrs. Straus asked for clarification between certification and endorsement. Mr. Smith said endorsement has a more global perspective than certification. Mr. Smith said that endorsement suggests that competencies have been met, knowledge has been obtained, and the ability to apply the knowledge exists.

Ms. Ross discussed instructional leadership. Ms. Ross said it is the expectation that all principals are held accountable for reaching satisfactory student achievement, often with limited time and resources.

Ms. Ross explained Policy Recommendation 2: The State Board should create an advisory panel to monitor and review proposed changes in education policy and their potential implications for school administrators. Ms. Ross said this advisory panel can also assist the Board in establishing standards for school leadership.

Ms. Caamal Canul provided detailed information on operations management and the complexity that has developed in the roles and responsibilities of the principal.

Ms. Bylsma said principals are eager for quality professional development, and networking and mentoring with other principals. Ms. Bylsma shared the Policy Recommendation 3: The State Board should make a commitment to secure an appropriate level of support specifically earmarked for the professional development of principals in allocating funds from Title II of the federal "No Child Left Behind" Act.

Mrs. McGuire thanked Task Force members and distributed certificates of appreciation for their participation.

Mr. Warren asked if people of nontraditional backgrounds could be certified as administrators. Mr. Smith said the Task Force is recommending that people from nontraditional backgrounds could be certified.

Mr. Austin asked how to effectively nurture leadership that is effective in lifting achievement. Ms. Bylsma said the Leadership Academy can provide mentoring on how to "get the job done." Dr. Markle said that new competencies for principals will also be beneficial.

Mr. Watkins said the Board will be asked to take action on the Task Force recommendations at its next meeting.

The Elevating Educational Leadership Task Force Report, as presented, is attached as Exhibit B.

XI. PERSONAL PRIVILEGE - KATHLEEN STRAUS

Mrs. Straus moved, seconded by Mr. Warren, that the State Board of Education: (1) direct the Superintendent of Public Instruction to compile the recommendations of the five task forces into a brochure that will be widely distributed to all stakeholders; and (2) provide copies of the brochure to the gubernatorial candidates recommending that they incorporate the recommendations into their education visions and policies.

Dr. Moyer and Mrs. McGuire expressed concern that individual task force recommendations should not be eliminated in the compilation of task force reports. Mr. Warren proposed that the document be distributed to Board members for review prior to publication and distribution to the public. Mr. Watkins agreed.

Mr. Watkins said all task force reports are on the Department's website. Mr. Watkins said all of the documents would be summarized and distributed to policymakers and stakeholders, referencing the website with information on obtaining full copies of the reports.

Mr. Warren suggested that there be multiple formats and that Legislative, State Board of Education, and University candidates receive a copy.

Mr. Watkins said that all recommendations will be considered friendly amendments to the motion.

The vote was taken on the motion.

The motion carried unanimously.

XII. PERSONAL PRIVILEGE - MRS. KATHLEEN STRAUS

Mrs. Straus welcomed Mrs. Dorothy Beardmore, former President of the State Board of Education, who was in attendance.

XIII. ADOPTION OF POLICIES ON INTEGRATING COMMUNITIES AND SCHOOLS

Mrs. Gire and Dr. Moyer presented Policies on Integrating Communities and Schools as a follow up to the Task Force Report presented at the June Board meeting.

Mrs. Gire said the recommendations will encourage collaboration by: encouraging a local plan; participation in multi-purpose collaborative bodies; advocating for additional funding; encouraging, through the Legislative process, flexibility of rules; including evidence of local collaboration in grants; advocating the continued use of funds from other departments to help support community collaboration.

Dr. Moyer said that the Council of Chief State School Officers published a handbook, "Handbook for State Policy Leaders - Community Schools - Improving Student Learning and Strengthening Schools, Families and Communities," that was mailed to all Board members. Dr. Moyer said this publication is compatible with the Board's Integrating Communities and Schools Task Force Report.

Mrs. Gire moved, seconded by Dr. Moyer, that the State Board of Education adopt the Policies on Integrating Communities and Schools, as attached to the memorandum dated July 24, 2002, from Sharon Gire and Herbert Moyer, Co-chairs of the Integrating Communities and Schools Task Force.

**Ayes: Austin, Gire, Moyer, Straus, Warren, Weiser, Wise
Absent during vote: McGuire**

The motion carried.

The Policies on Integrating Communities and Schools are attached as Exhibit C.

XIV. RECESS

The Board recessed for lunch at 12:15 a.m. and reconvened at 1:15 p.m.

XV. PUBLIC PARTICIPATION IN STATE BOARD OF EDUCATION MEETING

- A. Mrs. Dorothy Beardmore, 213 Nesbit Lane, Rochester, Michigan 48309. Mrs. Beardmore offered comments regarding Michigan standards and assessments. She distributed copies of her comments and an article from U.S. News and World Report, "The New School Choice."
- B. Ms. Mary Wood, 27533 Santa Ana, Warren, Michigan 48093. Ms. Wood offered comments regarding oversight of charter schools. She distributed copies of several documents regarding charter schools.

XVI. AWARDS AND RECOGNITIONS

Dr. Moyer introduced Dr. Arthur W. Stellar, President/Chief Executive Officer, High/Scope Educational Research Foundation and President of the national Horace Mann League. Dr. Stellar presented the State Board of Education with a framed print honoring Horace Mann. Dr. Stellar said Horace Mann, the first state superintendent in the nation, is considered the father of American public schools. Dr. Stellar said a famous quote by Horace Mann is "The public school is the greatest discovery made by man." Dr. Stellar said The Horace Mann League is dedicated to strengthening the nation's public school systems through efforts with State Boards of Education, Legislatures, and communities. Dr. Stellar stated that The Horace Mann League believes the United States public school system is an indispensable agency for the ideals of democracy. Dr. Stellar also distributed copies of "On the Art of Teaching," a book from The Horace Mann League.

Dr. Moyer thanked Dr. Stellar for presenting the print of Horace Mann.

This was a presentation only and no action was required.

XVII. REPORT ON ACTIVITIES TO IMPLEMENT EDUCATION YES! - A YARDSTICK FOR EXCELLENT SCHOOLS INCLUDING INFORMATION ON ALTERNATE ASSESSMENT

Ms. Elaine Madigan, Interim Chief Academic Officer; and Mr. Paul Bielawski, Special Assistant, Office of Underperforming Schools; provided an update on Education Yes! and the activities of the Advisory Committee. Mr. Bielawski provided a brief history of Education Yes! stating that the Board approved Education Yes! in March, 2002; met with the Advisory Committee in May, 2002; the Advisory Committee continued its meetings during the Summer, 2002; grades will be given to schools in November, 2002; and schools will release the information to the public in December, 2002.

Mr. Bielawski said the Advisory Committee was asked to: (1) set targets for performance (cut scores); (2) ensure alignment with the federal No Child Left Behind legislation; and (3) review the eleven school performance indicators of Education Yes! Mr. Bielawski said the Advisory Committee will report at the next Board meeting.

Mr. Bielawski said many partnerships have been formed and work groups convened throughout the summer to review the eleven school performance indicators. The partnerships include educational organizations, teachers, and graduate students.

Mrs. Gire asked if the definition of proficiency has been part of the discussions. Mr. Bielawski noted that Dr. Jeremy Hughes, Director, Michigan Educational Assessment Program (MEAP), Michigan Department of Treasury, can provide clarification on that issue when he addresses the Board later in today's meeting.

Mr. Warren expressed serious concern about the ability to meet the time lines. Mr. Bielawski said the Advisory Committee has developed a schedule and process including convening a panel of representative citizens to meet in mid-September, 2002. Mr. Bielawski said panelists will be given profiles of schools, receive orientation, participate in discussions, and rate and sort cut scores.

Mr. Austin said that expectations should remain for high, rigorous academic standards for all children. Mr. Bielawski and Mr. Watkins said the Advisory Committee and panel are acting with this in mind.

Mr. Bielawski said that the latest MEAP data will be available soon. Mr. Bielawski and Mr. Watkins commended the MEAP Office for their cooperation.

Mrs. Gire asked about the status of the Center for Educational Performance and Information (CEPI) and the Single Record Student Database data they will be providing. Mr. Bielawski said he has been impressed with the quality of data and the cooperation from CEPI staff.

Mr. Warren said the Board has spent the last year developing cutting edge policy work on how to help chronically underperforming schools, and he expressed serious concern that the failure to issue grades to schools in December will dramatically undermine all of the work and the credibility of the Board.

This was a presentation only and no action was required.

XVIII. APPROVAL OF PERFORMANCE STANDARDS (CUT SCORES) FOR MI-ACCESS, MICHIGAN'S ALTERNATE ASSESSMENT PROGRAM

Dr. Jacquelyn Thompson, Director, Office of Special Education and Early Intervention Services; Mr. David Brock, Supervisor for Policy and Compliance, Office of Special Education and Early Intervention Services; Ms. Peggy Dutcher, Coordinator, State Assessment for Students With Disabilities, Office of Special Education and Early Intervention Services; and Dr. Michael Beck, Beck Evaluation and Testing Associates (BETA); presented the Performance Standards (Cut Scores) for MI-Access, Michigan's Alternate Assessment Program.

Dr. Thompson said this is a significant milestone in working toward the inclusion of students with disabilities in the public education system. Dr. Thompson said Ms. Dutcher is recognized nationally for her work in alternate assessment. Ms. Dutcher provided details on the standard setting process which was facilitated by BETA.

Mr. Warren asked if the MI-Access Standards are consistent with the standards that are being developed by the Education Yes! Advisory Committee. Mr. Bielawski said that the Advisory Committee has reviewed the MI-Access Standards and there are no inconsistencies.

Mrs. Weiser moved, seconded by Dr. Moyer, that the State Board of Education approve the performance standard cut scores recommended by the MI-Access Technical Advisory Committee, based on the recommendations of standard setting panels, for MI-Access Participation and MI-Access Supported Independence assessments, as attached in Exhibit A of the Superintendent's memorandum dated August 6, 2002.

The vote was taken on the motion.

The motion carried unanimously.

XIX. UPDATE ON THE NO CHILD LEFT BEHIND ACT

Ms. Elaine Madigan, Interim Chief Academic Officer, provided an update on the No Child Left Behind Act and the Department's activities to implement the Act.

Mr. Watkins recognized Ms. Mary Ann Chartrand and Ms. Nancy Mincemoyer for their efforts with the No Child Left Behind application. Mr. Watkins said Michigan was one of the first states to receive approval and funding for the No Child Left Behind consolidated application as well as the Reading First application.

Mr. Watkins said the Department is developing a communications strategy for No Child Left Behind including a PowerPoint presentation to be distributed to all schools.

Mr. Watkins said the primary focus of the Governor's Education Summit will be No Child Left Behind.

Dr. Moyer asked if money could be leveraged through Ed Flex, and if it is appropriate under the rules and regulations. Mr. Watkins said staff will check and report back to the Board.

Mrs. Gire asked for clarification on highly qualified teachers and paraprofessionals. Mr. Watkins said Dr. Carolyn Logan, Director, Office of Professional Preparation and Certification Services, is working with the Michigan Education Association to address the issue of qualification as it relates to the No Child Left Behind Act.

Mrs. Gire said the definition of proficiency in the No Child Left Behind Act seems to be basic skills rather than top-level skills, as outlined in Michigan's standards.

Mrs. Gire asked about the participation in the National Assessment of Educational Progress (NAEP), if there will be funding, and if participation of every school or a sample of schools is required. Ms. Madigan said Michigan Department of Treasury has applied for a grant for a NAEP Coordinator. Dr. Hughes said Treasury is in the process of hiring the NAEP Coordinator. He said a sampling of schools is required.

Mr. Warren asked that a time line and delineation of duties between the Board, Department of Education, and other State Departments, be included at the next Board meeting. Mr. Watkins assured the Board such a document would be available at the next meeting.

This was an update only and no action was required.

XX. REPORT ON TITLE I SCHOOLS IDENTIFIED FOR SCHOOL IMPROVEMENT

Dr. Jeremy Hughes, Director, Michigan Educational Assessment Program (MEAP), Michigan Department of Treasury; and Ms. Dorothy VanLooy, Director, Office of Field Services; reported on Title I Schools Identified for School Improvement. The Report stated the Superintendent intended to align the current Michigan annual yearly progress standard (AYP) adopted in 1997 with the federal law under the No Child Left Behind Act by removing the subject areas of science, social studies, and writing and by reducing the "pass" threshold from 75% to the bottom quartile of achievement.

Dr. Hughes distributed copies of two sample MEAP tests: (1) a test administered several years ago that measures basic skills; and (2) a current test that measures higher order thinking skills to illustrate the complexity of skills that Michigan students must demonstrate. Dr. Hughes said that the Board will be invited to join other dignitaries in November for "Take the Test Day." Dr. Hughes said participants will be able to take the MEAP test to promote a greater understanding of the test.

Ms. VanLooy said that on July 1, 2002, the United States Department of Education released a listing of the number of Title I schools identified for improvement in every state in the United States. Ms. VanLooy said that Michigan had the highest number of schools with 1,513. She said under the Improving America's Schools Act of 1994, Michigan adopted a definition of adequate yearly progress in 1997 whereby schools are identified for improvement, because they did not make adequate yearly progress for two consecutive years in at least one of four subject areas: reading, mathematics, science, or writing. Ms. VanLooy explained that while the No Child Left Behind Act of 2001 requires annual assessment and measures of adequate yearly progress in reading mathematics, Michigan has conducted assessments and applied the adequate yearly progress formula to reading, mathematics, science, and writing.

Mr. Warren expressed his disappointment in the Department and Mr. Watkins in attempting to rush through a resolution of the definition of annual yearly progress with very little Board consultation and less than 24 hours to review the written document. He said that the Superintendent's proposed action would be a violation of the Board's constitutional and statutory authority, unless approved by the Board; and the attempt to revise the Michigan annual yearly progress standard to the minimum federal standard would be an unwarranted retreat from high rigorous academic standards.

Mrs. Wise asked what the sanctions would be for schools that do not make adequate yearly progress. Ms. VanLooy said the first year, families would be notified that the school their child attends did not make adequate yearly progress, and the student would have the option to attend a school that did make adequate yearly progress, and transportation would be provided. Ms. VanLooy said that the second year a school did not make adequate yearly progress, it would be required to provide supplemental services, by the parent's choice from a list of approved supplemental service providers. Ms. VanLooy said Title I funds would be used to provide transportation and supplemental services.

Mr. Austin proposed defining adequate yearly progress, as required in the No Child Left Behind Act, within Education Yes! so that schools that are on the low end of Education Yes! would be targeted to receive support. He said that the Board should be very clear that the assessment data used for No Child Left Behind is based on last year's data and next year, he suggested that progress be based on the Education Yes! system that will be in place.

Mrs. Straus expressed concern that Michigan may be penalized because the Board established high, rigorous, academic standards five years ago. Mrs. Straus said Michigan has the highest academic standards in the country. Mrs. Straus said it is important that Michigan maintains high standards and complies with the requirements of the federal law.

Mrs. Weiser and Mr. Warren expressed concern about the dilution of high academic standards, the establishment of a dual system of assessment, and the lack of time the Board has had to review the proposal.

Mrs. Wise asked Mrs. Dorothy Beardmore, former State Board of Education President, to comment. Mrs. Beardmore said Michigan should continue to be proud of its high academic standards, and report two adequate yearly progress scores for schools: the federal score, and the state score. Mrs. Beardmore said Michigan should consult with Congressional delegations and other states that may be struggling to address the issues contained in No Child Left Behind.

Mr. Watkins asked that Mr. Warren and Mr. Austin work with staff to draft a proposal for the next Board meeting.

XXI. APPROVAL OF CRITERIA FOR TITLE I SUPPLEMENTAL SERVICE PROVIDERS

Ms. Dorothy VanLooy, Director, Office of Field Services; and Ms. Linda Brown, Assistant Director, Office of Field Services; presented Criteria for Title I Supplemental Service Providers. Ms. VanLooy said Title I, Part A of the No Child Left Behind Act of 2001 requires each state to establish an approved supplemental services provider list to carry out its responsibilities to local school districts and public school academies that have Title I schools in the second year of school improvement, or in corrective action or restructuring, and consequently are required to provide supplemental educational services to eligible students. Ms. VanLooy said criteria for supplemental service providers that will be included on the state approved list have been prepared for State Board approval.

Mr. Warren requested that higher education institutions be added as an approved provider. Ms. VanLooy said staff will make the addition.

Mr. Warren said that providers should align their efforts with the Board's five strategic areas. Ms. VanLooy said staff will include this information in the communication to the school districts and encourage school districts to communicate the information to parents.

Mrs. Gire said consumer protection should be added.

Mrs. McGuire asked if the criteria could be revised in the future. Ms. VanLooy said the criteria could continuously be revised to increase the standard of quality.

Mrs. Weiser moved, seconded by Dr. Moyer, that the State Board of Education approve the criteria for Title I Supplemental Service Providers, as described in Attachment A of the Superintendent's memorandum dated July 24, 2002, including the friendly amendments requested during the discussion.

Ayes: Gire, McGuire, Moyer, Straus, Weiser, Warren
Absent during vote: Austin, Wise

The motion carried.

XXII. UPDATE ON SCHOOL DISTRICT OF THE CITY OF INKSTER

Ms. Pam Wong, Chief of Staff, presented the Update on School District of the City of Inkster. Ms. Wong distributed a Michigan Department of Education News Release dated August 8, 2002, detailing the chronology of events leading to invoking Public Act 72 - Local Government Fiscal Responsibility Act. Ms. Wong also distributed a Press Release dated August 8, 2002 from the Executive Office announcing the appointment of Mr. W. Howard Morris as the financial manager for the Inkster Public Schools, which Mr. Watkins found to have a financial emergency.

This was an update only and no action was required.

XXIII. APPROVAL OF PROCESS AND CRITERIA FOR HIGHER EDUCATION INSTITUTIONS TO OFFER SPECIALTY PROGRAMS OF ADVANCED STUDY FOR A MICHIGAN TEACHER CERTIFICATE

Dr. Carolyn Logan, Director, Office of Professional Preparation Services, presented the Process and Criteria for Higher Education Institutions to Offer Specialty Programs of Advanced Study for a Michigan Teacher Certificate. Dr. Logan said the Board is being asked to approve the process and criteria for higher education institutions who are interested only in the professional development of teachers who are already certified. These institutions are committed to meeting content/specialty and other standards for certificate advance and renewal.

Mrs. Straus asked how virtual institutions are verified for legitimacy. Dr. Logan said the Michigan Department of Career Development approves the institutions.

Mr. Warren moved, seconded by Mrs. Wise, that the State Board of Education approve the Process and Criteria for Higher Education Institutions to Offer Specialty Programs of Advanced Study for a Michigan Teacher Certificate, as described in the Superintendent's memorandum dated July 24, 2002.

The vote was taken on the motion.

The motion passed unanimously.

XXIV. EVALUATION OF SUPERINTENDENT OF PUBLIC INSTRUCTION

Mrs. Straus assumed the Chair to present the Evaluation of the Superintendent of Public Instruction.

Mrs. Straus said all Board members individually rated Mr. Watkins in the following areas: (1) Implementation of State Board Policies; (2) Day to Day Management, Supervision, and Leadership of the Michigan Department of Education; (3) Facilitation of Alliances and Partnerships and Cooperative Working Relationships with Others; (4) Assistance in Strategic Planning; (5) Spokesperson and Advocate; and (6) Givens. Mrs. Straus said Mr. Watkins has met the criteria and challenges head on. Mrs. Straus said the Board looks forward to continued work with Mr. Watkins on the Board's goals and priorities, as well as the Superintendent's statutory responsibilities.

Mrs. Straus moved, seconded by Mr. Warren, that the State Board of Education finds that the performance of Mr. Thomas D. Watkins, Jr., is satisfactory for his first annual evaluation, and in accordance with the agreement between the Board and Mr. Watkins, his salary be increased by the average percentage increases granted to other department directors in Michigan state government, effective October 1, 2002.

Mr. Watkins thanked the Board for the opportunity to serve Michigan schools, and said that he will donate his salary increase to a cause that focuses on uplifting underperforming schools.

The vote was taken on the motion.

The motion passed unanimously.

The Evaluation of Superintendent of Public Instruction is attached as Exhibit D.

XXV. CONSENT AGENDA

- I. Approval of Criteria for Title I Supplemental Service Providers - removed from consent agenda and placed under discussion items
- J. Approval of Allocation Formula for Rural and Low-Income School Program Grants
- K. Approval of Criteria for Learning Without Limits

- L. Approval of 2002 Master Plan for Michigan's Mathematics and Science Centers
- M. Approval of Walden University to Offer a Planned Program for a Professional Education Certificate
- N. Approval of Standards for the Preparation of Elementary Integrated Science Teachers
- O. Approval of Standards for the Preparation of Secondary Integrated Science Teachers
- P. Approval of Standards for the Preparation of Biology Teachers
- Q. Approval of Standards for the Preparation of Chemistry Teachers
- R. Approval of Standards for the Preparation of Physics Teachers
- S. Approval of Standards for the Preparation of Earth/Space Science Teachers
- T. Approval of Standards for the Preparation of Secondary Physical Science Teachers
- U. Approval of Teacher Preparation Standards for a New Certificate Endorsement to Prepare Physical Education Teachers of Students with Disabilities, and Approval of Name Changes of Special Education Endorsements
- V. Approval of Stella Gikas Professional Support Staff Excellence Award Form
- PP. Approval of Revised Position Statement on Inclusive Education for Purposes of Public Comment - removed from agenda
- QQ. Approval of Revised Policy for the Appointment of Surrogate Parents for Special Education Services for Purposes of Public Comment
- W. Adoption of Resolution Honoring Diane L. Smolen

Mrs. Straus requested that Item PP be removed from the Consent Agenda and placed on the agenda for the next meeting.

Mrs. Weiser moved, seconded by Mr. Warren, that the State Board of Education approve the consent agenda as follows:

- I. (This item was moved from the consent agenda and placed under discussion items);**
- J. approve the use of the formula based on average daily attendance for the distribution of Rural and Low-Income School Program grants, as described in the Superintendent's memorandum dated July 24, 2002;**

- K. approve the criteria for the Learning Without Limits grant program, as attached to the Superintendent's revised memorandum dated August 6, 2002;**
- L. approve the 2002 Master Plan for Michigan's Mathematics and Science Centers, as described in the Superintendent's memorandum dated July 24, 2002;**
- M. approve Walden University and its proposed graduate programs to submit recommendations for certificate renewal or advancement to a Michigan Professional Education certificate, as described in the Superintendent's memorandum dated July 24, 2002;**
- N. approve the standards for the preparation of elementary integrated science teachers, as discussed in the Superintendent's memorandum dated July 24, 2002;**
- O. approve the standards for the preparation of secondary integrated science teachers, as discussed in the Superintendent's memorandum dated July 24, 2002;**
- P. approve the standards for the preparation of biology teachers, as discussed in the Superintendent's memorandum dated July 24, 2002;**
- Q. approve the standards for the preparation of chemistry teachers, as discussed in the Superintendent's memorandum dated July 24, 2002;**
- R. approve the standards for the preparation of physics teachers, as discussed in the Superintendent's memorandum dated July 24, 2002;**
- S. approve the standards for the preparation of earth/space science teachers, as discussed in the Superintendent's memorandum dated July 24, 2002;**
- T. approve the standards for the preparation of secondary physical science teachers, as discussed in the Superintendent's memorandum dated July 24, 2002;**
- U. (1) approve the standards for the preparation of teachers for a new certificate endorsement to prepare physical education teachers of students with disabilities; (2) approve the name changes of special education endorsements; and (3) eliminate the endorsement for teachers of the homebound, as discussed in the Superintendent's memorandum dated July 24, 2002;**
- V. approve the Stella Gikas Professional Support Staff Excellence Award Nomination Form, as attached to the President's memorandum dated August 1, 2002;**
- PP. (This item has been removed from the agenda);**

- QQ. approve the Revised Policy for the Appointment of Surrogate Parents for Special Education Services for Purposes of Public Comment, as attached to the Superintendent's memorandum dated August 2, 2002.**
- W. adopt the resolution attached to the Superintendent's memorandum dated July 24, 2002, honoring Diane L. Smolen**

The vote on the motion was taken.

Ayes: Gire, McGuire, Moyer, Straus, Weiser, Warren, Wise
Absent during vote: Austin

The motion carried.

The resolution regarding Diane L. Smolen is attached as Exhibit E.

XXVI. REPORT OF THE SUPERINTENDENT

- X. Report on Pending Motions (removed from agenda.)**
- Y. Human Resources Report**
- Z. Report on Property Transfers**
- AA. Report on Administrative Rule Waivers**
- BB. 2002-2003 Title I, Part A - Improving Basic Programs - Continuation**
- CC. 2002-2003 Title I, Part C, Education of Migratory Children - Initial**
- DD. 2002-2003 Title I, Part D - Prevention and Intervention for Neglected or Delinquent Children - Continuation**
- EE. 2002-2003 Title II, Part A, Teacher and Principal Training and Recruiting - Initial**
- FF. 2002-2003 Title II, Part D, Enhancing Education Through Technology - Initial**
- GG. 2002-2003 Title I Schoolwide Program Planning Grants - Initial**
- HH. 2002-2003 Title V - Innovative Programs - Continuation**
- II. 2001-2002 Special Projects Grants Under the Centers for Disease Control and Prevention: Building Parent Support for Effective Sexuality and HIV/STD Prevention Programs - Initial**
- JJ. 2002-2003 Michigan School Readiness Program - Initial**
- KK. 2001-2002 State Competitive Projects, Part C - Continuation**

- LL. 2002-2003 State Discretionary Projects, Part B - Initial (Assistive Technology Materials and Resources; Comprehensive Parent Services System; Dispute Resolution Project; Integrated and Inclusive Arts Education for Students with Autism; and Technical Assistance for Collaborative Transition Services)
- MM. 2002-2003 State Competitive Projects, Part C - Initial (Early On Michigan Interagency Collaborative Grant Awards; Early On Comprehensive System of Personnel Development; Evaluation; Family Information Exchange; Information and Performance Reporting; and Parent Leadership Program)
- NN. 2002-2003 State Discretionary Projects, Part B - Initial (Alternate Assessment; Compliance Information System; Compliance Monitoring, Continuous Improvement, and Quality Assurance; External Evaluation; and Interpreter Evaluation Project)
- OO. 2000-2001 Goals 2000 Cycle 11 - Amendment
- RR. 2001-2002 School Renovation, IDEA, and Technology Grant Program - Category 1 - Initial
- SS. 2001-02 Title I Accountability/School Improvement - Amendment
- UU. Report on Approval of New or Revised Teacher Education Programs
- WW. Report on Department of Education Cosponsorships
- XX. 2001-2002 Technical Assistance on Reading (Then Mathematics), Getting Everyone on Target/Putting Literacy On Us (TARGET/PLUS) Technical Assistance to Low-Achieving Schools Grant

Mr. Watkins provided an oral report on the following:

- A. Thank You to School Staff, Administrators, and Board Members

Mr. Watkins thanked teachers, support personnel, administrators, superintendents and local board members for the work they did last year.

- B. Thank You to Elaine Madigan, Interim Chief Academic Officer

Mr. Watkins said Elaine Madigan has done a superb job as the Interim Chief Academic Officer. He invited Board members to help identify candidates for the position of Chief Academic Officer.

- C. Highlights of Superintendent's Activity

Mr. Watkins distributed "Highlights of Superintendent's Activity, June-July, 2002," that detailed his meetings and activities during the months of June and July, 2002.

XXVII. COMMENTS BY STATE BOARD OF EDUCATION MEMBERS

A. Education Commission on the States Conference - Mrs. Marianne Yared McGuire

Mrs. McGuire attended the Education Commission of the States Conference on July 9-12, 2002. She said she spoke with Mr. Scott Jenkins, former Education Advisor to Governor Engler and currently employed by the United States Department of Education, who complimented Michigan on its high academic standards. Mrs. McGuire suggested that the Board maintain contact with Mr. Jenkins. Mr. Watkins said the Board may wish to meet with Mr. Jenkins and Ms. Susan Newman, former Director of the Center for the Improvement of Early Reading Achievement, University of Michigan School of Education; and currently Assistant Secretary of Education, United States Department of Education.

XXVIII. FUTURE MEETING DATES

- A. October 17, 2002
- B. November 14, 2002
- C. December 12, 2002

XXIX. ADJOURNMENT

The meeting adjourned at 6:15 p.m.

Respectfully submitted,

Michael David Warren, Jr.
Secretary



Michigan State Board of Education

Early Literacy Task Force Report



"Show me how this helps teachers teach and children learn."
MICHIGAN DEPARTMENT OF EDUCATION
DECISION MAKING YARDSTICK
2001



August 2002

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Executive Overview

It wasn't very many years ago when the issue of early childhood literacy was not thought to be a concern of State Boards of Education. It is hard to find that sentiment today. Brain development research has helped to define the links between early learning experiences and later school success for children. The challenge we face is to define what the State Board of Education's role in early childhood literacy should be.

Learning to read starts long before a child enters school, and reading is what helps a child become a good student. In addition, being able to read is necessary for students to be successful in the other subjects that make up a well-educated, well-rounded adult. We, as the State Board of Education, need to take an expanded leadership role to increase public awareness of the importance of early literacy, as well as, foster interagency initiatives and support programs that reach out to our most vulnerable children.

It is important to recognize that the majority of our children do enter school equipped with the fundamental skills to actively participate in the learning process and to ultimately be successful. However, we know that not all adults understand how important it is to begin developing the skills of very young children to ensure that they will be ready to learn when they enter kindergarten.

Increasing public awareness of the importance of early childhood literacy is an integral part in helping young children acquire reading skills and must be incorporated into our long-range plan. Studies show over one-third of American children enter kindergarten unprepared to benefit from classroom instruction.¹ Studies also show nine out of ten children who are poor readers in first grade have the probability of being poor readers in fourth grade.² What is more ominous is that 75 percent of poor readers who are not helped prior to age nine, will continue to have reading difficulties through high school.³

The Michigan State Board of Education is charged with providing leadership and general supervision over all public education. Therefore, it is appropriate that we provide the leadership that fosters strong working relationships between the Michigan Department of Education; appropriate state and local agencies; school districts; educators; teacher preparation institutions; employers and, most importantly, parents and caregivers that make early literacy a priority. Working together our goals are to:

1. Ensure all children enter school ready to learn.
2. Ensure all children become independent readers/communicators who can understand and apply information within their daily lives.
3. Ensure that all schools are ready to meet the needs of all children.

As the chair of the Michigan State Board of Education's Early Literacy Task Force, it is with great pleasure that I submit the following recommendations for consideration and action.

Sharon Wise

¹ Ready to Learn: A Mandate for the Nation, E.L. Boyer, Carnegie Foundation for the Advancement of Teaching, 1991

² Juel, C. 1998. Learning to Read and Write: A longitudinal study of 54 children from first through fourth grades. Journal of Educational Psychology, 80, pp. 437-447

³ Lyon, G.R., Statement to U.S. Senate Committee on Labor and Human Resources, 4/28/98

Early Literacy Task Force Recommendations



Early childhood, which is the period in a child's life from birth through age eight, is a critical time for children to develop the physical, emotional, social, and cognitive skills they will need for the rest of their lives. A child's cognitive development during early childhood, which includes building skills such as pre-reading, language, vocabulary, and numbers, begins from the moment a child is born.

Developmental scientists have found that the brain acquires a tremendous amount of information about language in the first year of life, even before infants can speak. By the time babies utter or understand their first words, they know which particular sounds their language uses, what sounds can be combined to create words, and the tempo and rhythm of words and phrases.

There is a strong connection between the development a child undergoes early in life and the level of success that the child will experience later in life. For example, infants who are better at distinguishing the building blocks of speech at six months are better at other more complex language skills at two and three years of age and better at acquiring the skills for learning to read at four and five years of age.

Adults who live and interact regularly with children can profoundly influence the quality and quantity of their literacy experiences.

Preventing Reading Difficulties in Young Children

The earlier in a child's educational process parent involvement begins, the more powerful the effects.

Cotton, K., Wiklund, K., Northwest Regional Educational Laboratory, School Improvement Research Series in Parent Involvement in Education.

Parents are their children's first and most important teachers. When young children are provided an environment rich in language and literacy interactions and full of opportunities to listen to and use language constantly, they can begin to acquire the essential building blocks for learning how to read. A child who enters school without these skills runs a significant risk of starting behind and staying behind (Attachment A –The Michigan Department of Education Reading Fact Sheets.)

In order to close the gap between the best research and current practices in early childhood education, the parents and caregivers must fully understand the importance of providing an environment rich in language and literacy interactions and how to provide such an environment.

1.0 PUBLIC AWARENESS

Policy Recommendation

It is the policy of the State Board of Education that Michigan students achieve early literacy by: Promoting public awareness to inform citizens to become dedicated to early literacy.

1.1 Early Literacy Education Recommendations:

- a) Direct the Michigan Department of Education (MDE) to encourage and support intermediate school district (ISD) and local education agency (LEA) efforts to promote public and parent awareness of the importance of parents as their children's first teachers, and the critical role parents and adults share in fostering a child's early literacy.
- b) Approve a recommendation to the Legislature from the State Board of Education to restore funding for the Read, Educate, And Develop Youth (R.E.A.D.Y.) program to provide kits containing important child development information, learning activities and other engaging materials to all Michigan families with young children.
- c) Direct the Superintendent of Public Instruction to meet with various agency directors to identify actions to increase early childhood parent information efforts during pre-natal, immunization and pediatrician visits.
- d) Direct the MDE to continue involvement and support for early childhood public awareness that promotes the importance of early literacy.
- e) Direct the Superintendent of Public Instruction to develop a list of recommended educational priorities for corporate and community foundations.
- f) Direct the MDE to seek corporate and foundation funding for Department early literacy public awareness and professional development efforts.

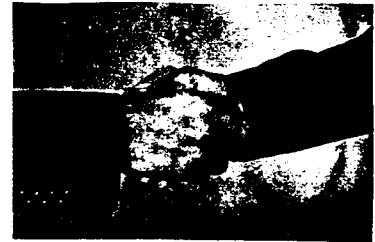


1.2 Research and Knowledge Development Recommendations:

- a) Direct the MDE to update early childhood education standards and develop pre-kindergarten literacy benchmarks.
- b) Direct the Superintendent of Public Instruction to promote awareness of ISDs, LEAs, educators, administrators, decision makers and teaching colleges regarding research-based information on early childhood development and evidence-based practices for early childhood literacy acquisition.
- c) Direct the MDE to commission a longitudinal research study to determine the level of literacy development of Michigan children entering kindergarten.
- d) Direct the MDE to include a comprehensive multi-year evaluation component on student achievement, teacher behavior and program efficacy in all early childhood, literacy and other grant programs administered by the Department.

2.0 COLLABORATIVE SYSTEMS

The goal of collaboration is to bring individuals and members of communities, agencies and organizations together in an atmosphere of support to systematically solve existing and emerging problems that may not be solved by one group alone. Issues affecting early literacy reach far beyond the purview of the MDE and require the collaboration of numerous state and community partners.



Policy Recommendation

It is the policy of the State Board of Education that Michigan students achieve early literacy by: Promoting early literacy and fostering collaborative partnerships that optimize the growth and development of Michigan's children.

2.1 Service Agencies, Medical and Community Collaboration Recommendations:

- a) Direct the MDE to encourage Multi-Purpose Collaborative Bodies to form or continue workgroups comprised of all major stakeholders including local human service and interagency representatives to encourage unified and coordinated services and programs to support the growth and development of children birth to age eight.
- b) Direct the MDE to recommend local school leaders work with community human service agencies, including public libraries, to provide parents with information on available programs and services to help their children succeed.
- c) Direct the Superintendent of Public Instruction to encourage ISDs to:
 - Promote community awareness of early learning programs;
 - Collaborate with hospitals and medical associations to provide free early learning materials through ISDs, the State and the U.S. Department of Education to families with young children; and
 - Build partnerships with local libraries, including the Library of Michigan, to encourage use of the library to promote reading readiness and early literacy and to develop children's and family programs that support acquisition of early reading skills.
- d) Direct the Superintendent of Public Instruction to continue strong support and involvement with the Ready to Succeed Partnership.

2.2 School/Child Care/Parent Partnerships Recommendations:

- a) Direct the Superintendent of Public Instruction to strengthen partnerships among early childhood education programs, providers of early childhood care and education, and parents.
- b) Direct the Superintendent of Public Instruction to encourage ISDs and LEAs to develop and support programs and efforts to strengthen the relationship between elementary schools and parents of children birth to age five.

- c) Direct the MDE to develop tools to assist schools in creating and supporting partnerships between elementary schools and parents of children birth to age five.

Note: Tools may include a how to guide for elementary schools to establish a Family Resource Center to provide parents of young and elementary age children additional access to information and high-quality reading materials.

3.0 COMPREHENSIVE EARLY LITERACY SERVICES

While Michigan hosts a variety of early childhood and literacy programs, very few provide young children long-term, consistent, seamless services to ensure reading success. Instead, most programs vary significantly in size, scope and mission creating fragmentation and gaps in services.

For example, families of toddlers at-risk of school failure may exit an early intervention program only to find that no services or programs are available for three-year-old children to maintain the family and child's progress. Or, children exiting a preschool program for four-year-olds may require additional help prior to or upon entering school; however, they may not receive services until they have failed in school numerous years or qualify for a special education reading intervention program.

Policy Recommendation

It is the policy of the State Board of Education that Michigan students achieve early literacy by: Ensuring that Michigan's children will receive seamless, high-quality early literacy experiences.

3.1 *Early Childhood Experiences for All Children Birth Through Kindergarten Recommendations:*

- a) Approve a recommendation to the Legislature from the State Board of Education to restore and increase All Students Achieve Program-Parent Involvement and Education (ASAP-PIE) funding to serve all Michigan children on a formula versus competitive grant basis.

Legislative language should include mandating a percentage of funding awarded to ISDs be set aside for evaluation and a media campaign to promote parent awareness.

- b) Direct the Superintendent of Public Instruction to encourage ISDs and LEAs support to continue and expand high-quality, evidence-based, early education programs.

3.2 *Early Childhood Literacy Experiences for Children Birth to Kindergarten At-Risk of Reading Failure Recommendations:*

- a) Approve a recommendation to the Legislature from the State Board of Education to increase funding for the Michigan School Readiness Program to provide access to the program for all three- and four-year-old children at-risk of school failure or reading failure.
- b) Approve a recommendation to the Legislature from the State Board of Education to fund full day, full-year, high-quality early education programs for at-risk young children.



3.3 *Early Elementary (K-3) Literacy Experiences for Children At-Risk of Reading Failure Recommendations:*

- a) Approve a recommendation to the Legislature from the State Board of Education to provide funding for in-school and out-of-school, evidence-based, early reading intervention programs.
- b) Direct the MDE to form a task force of school library media specialists, in coordination with the Library of Michigan, to draft recommendations on how to enhance literacy experiences in schools for children at-risk of reading failure.

3.4 *Extended Learning Opportunities for At-Risk Children Recommendations:*

- a) Direct the Superintendent of Public Instruction to encourage ISDs and LEAs to partner with mental health programs such as, but not exclusive to, infant mental health and Preschool Expulsion Prevention Projects.
- b) Direct the Superintendent of Public Instruction to encourage ISDs and LEAs to partner with libraries and local cultural arts programs.

4.0 TEACHER PREPARATION/PROFESSIONAL DEVELOPMENT

Ensuring all children learn to read not only requires children entering school ready, but also that the school and teachers are ready for the students. Teacher preparation research indicates:

- Primary grade teachers take an average of 1.3 college undergraduate courses in the teaching of reading (Goodlad, 1997:36).
- Teacher preparation for the teaching of reading has not been adequate to bring about the research-based changes in classroom practices that result in success (Corlett, 1988; Nolen et al., 1990; Moats and Lyon, 1996; Moats, 1994).
- In a survey study about teacher knowledge of reading development, approximately 400 teachers indicated:
 - students in elementary teacher preparation programs rarely observe professors demonstrating instructional reading methods with children,
 - work is superficial and typically unrelated to teaching practice and student teaching experiences and,
 - practices are fragmented and inconsistent (Lyon, G. R., Vaasen, M., & Toomey, F. (1989). Teachers' Perceptions of their Undergraduate and Graduate Preparation. Teacher Education and Special Education, 12(4), 164-169.)



Policy Recommendation

It is the policy of the State Board of Education that early literacy opportunities for Michigan children will be provided by knowledgeable and capable individuals providing high-quality early literacy experiences.

4.1 Early Education and Care Provider Training/Professional Development Recommendations:

- a) Direct the Superintendent of Public Instruction to convene a meeting with appropriate agency directors to recommend methods to increase training and early childhood development in literacy for all providers of early childhood care and education.
- b) Approve a recommendation to the Legislature from the State Board of Education to provide funding to increase evidence-based professional development for all providers of early childhood care and education.

This could be implemented through the Regional Literacy Training Centers and could include the Teacher Education And Compensation Helps (T.E.A.C.H.) program.

4.2 *Teacher Early Childhood Development and Literacy Recommendations:*

- a) Approve a recommendation to the Legislature from the State Board of Education to restore funding to support the Regional Literacy Training Centers' efforts to increase the number of teachers and administrators receiving professional development in early literacy development and acquisition.

Note: Title II of the ESEA now requires districts to offer professional development to administrators.

- b) Direct the MDE to revise administrative rules to require all newly assigned kindergarten through second grade teachers to have early childhood (ZA) endorsements within two years of their assignment by September 1, 2005.
- c) Direct the MDE to make early literacy and early childhood development part of the continuing education certification process for all kindergarten through second grade teachers.
- d) Direct the MDE to encourage ISDs and LEAs to deliver evidence-based teacher professional development to ensure that all teachers have the skills and time they need to assess, identify, and overcome literacy barriers facing their students.

4.3 *Teacher Preparation/PreK-12 University Partnerships Recommendations:*

- a) Direct the MDE to revise the early childhood teacher certification test to ensure knowledge of literacy development and acquisition.
- b) Direct the Superintendent of Public Instruction to work with teacher preparation institutions to ensure student teachers seeking an early childhood (ZA) endorsement are placed with experienced teachers with that endorsement.



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Elevating Educational Leadership Task Force Report

Marianne Yared McGuire, Chair

August 8, 2002

Introduction/Summary

As a grade school student, I remember being told there was only one way to differentiate homonyms – those pesky words that sound alike but have different spellings and meanings. “You’ll simply have to memorize them,” teachers abruptly concluded. To help us with the memorization, our teachers did offer up little memory joggers or simple associations. And so it was with the words principal and principle. “You can easily remember the difference here,” said at least one teacher; “the principal of a school is your pal so that’s the one that ends in ‘p-a-l’.”

Of course that was at a time when principals were rarely in their offices. They could frequently be spotted cruising the halls, stopping in the classroom to observe our work, or visiting amiably with teachers, parents and other students. It always seemed like there was time for a principal to be somebody’s pal.

That is no longer the case in the real world of today’s schools, where principals must compete for shrinking public resources while coping with increased demands to elevate student achievement and follow a track of strict accountability. This is frequently done under the veiled specter or even overt threat of being replaced should MEAP test scores not meet certain expectations. In short, today’s principal has little time to be anybody’s pal.

When we convened the Task Force on Elevating Leadership in Schools we did so simultaneously with four other task forces all established by the State Board of Education. The goal of this task force was to decipher what it takes to make a good principal. At the same time, the Board had an ongoing goal of closing the academic achievement gap between wealthy and poor schools and students. So the task force had two primary goals: to identify what makes a good school leader, and what schools and their leaders can do to close the achievement gap.

We want this report to portray what it is that principals do. What do they wish they could do? What are their needs? What is standing in the way of achieving those needs? What guidance can be given to and gained from principals already in the field? What recommendations can be made to reach desired goals?

We also wanted to learn how schools identify common goals and then arrive at staff-wide commitments to achieve those goals. We didn’t want to simply produce another study, but wanted to produce a set of recommendations that will serve to guide the State Board of Education in their work to set policy and shape the direction of school improvement in Michigan. We wanted to know what might be blocking a school’s success and what we could offer to excise the blockage.

We found principals surprisingly willing to participate in the task force and eager to talk about their work. We found that while there is no sure definition of the job there are a number of basic tasks expected of principals. Typically, today's principal is under extreme pressure to:

- raise overall student achievement while giving particular attention to closing the achievement gap;
- be instructional design and delivery experts;
- be curriculum experts;
- be an expert on state standards and benchmarks;
- be consensus builders;
- be skilled at grant writing;
- be legal experts;
- be computer literate;
- be marketing and public relations experts;
- be deft and diplomatic at handling the media, parents, and the public;
- be security and safety experts;
- be administration and building managers;
- be special education experts;
- be ready to handle any emergency.

We soon realized we were studying a position that has evolved so significantly over the last 20 years that there is not even a set definition for it. Planning is difficult because the job is frequently reactive rather than proactive with the principal required to offer immediate response to much of what transpires in a typical day. Searching out a role model becomes a game of hide and seek because the job keeps evolving. Principals find themselves reinventing the position because structure and guidelines are so elusive.

We found that when a school does achieve a high level of success, it is usually with the help of strong leadership and in spite of these tremendous barriers. Identifying goals and reaching a level of intense cooperation between principal and staff is essential. But how does a staff and its principal achieve that capacity? It is that story we hope to convey in this report, along with recommendations that legislators and school boards can put in place to assist principals, staff and community. We hope to provide principals with some of the tools necessary to make their job easier and in the end to help students achieve their highest potential.

It might be a little extreme to say we found a way to put the "pal" back in principal but hopefully, with the report's recommendations in place, we will see a day in the near future when principals at least aren't so isolated by the overwhelming nature of the job.

Marianne Yared McGuire
Elevating Educational Leadership Task Force Chair

How this Report Was Prepared

The intent of this report is to draw upon the experiences of principals to outline as much as possible their roles and duties, and at the same time to lay out some guidelines for what it takes to provide outstanding leadership. We also wanted to provide a framework for what a school needs to do to raise the level of education of all children.

The task force drew on the resources of principals from across the state who represented urban, suburban, rural, charter, elementary, middle and secondary schools. Beginning with our first task force meeting in October 2001 we asked principals to tell us about their jobs. What was it they liked? What didn't they like? What might they do to change the structure and substance of the position? What did they think it took to elevate the position's stature so that principals can work to their optimum capacity? How does a principal get the whole staff working towards the same goals? And very importantly, how can a leader raise the educational performance levels of all students?

In addition to the participants, who gave so freely of their time and who are all listed in the addendum, special attention and gratitude needs to be extended to Dr. Barbara Markle, head of Michigan State University's Office for K-12 Outreach in the College of Education. The assistance she and her staff Marcia Leone and Chris Reimann gave were invaluable. Chris in particular deserves recognition for having captured the many voices that contributed to this task force and consolidated them as one voice for this report. Sonya Gunnings-Moton, special assistant to Dr. Carole Ames, Dean of MSU's College of Education, contributed greatly to our video.

A special thanks must be extended to our sub-committee who gave so freely of their time, ideas and research to compile the necessary information for this report: Marilee Bylsma, former principal of Detroit Public Schools' award-winning Gompers Elementary and current Director of DPS' Principals Academy; Yvonne Caamal-Canul, former principal and curriculum and assessment director for the Lansing School District and current Partner Educator with the Michigan Department of Education's Partnership for Success program; Dr. Philip Cusick, professor and chair of Education Administration, MSU College of Education; Dr. Phyliss Ross, also with Detroit Public Schools and principal of Davison Elementary, another award-winning school; Paul Smith, principal of Dearborn Public School's Fordson High School, and Dr. Mary Stephen, principal of Utica Community Schools' Malow Junior High School.

Everything to Everybody: The Roles and Responsibilities of Principals

Few who do not work directly in or with schools realize how complex the position of school leader has become over the last twenty years. One way to gauge this complexity is to try to

define the job. Ask ten people to define the role and the responsibilities of a school principal and you will get ten different answers. Many of these answers will share common elements, but each will emphasize particular characteristics that reveal the different priorities of the person you asked. Parents will say that the principal is responsible for their children being well-treated and safe at school; legislators, on the other hand, expect principals to raise student and school achievement scores. New teachers want principals to mentor them and help them establish their best practices; veteran teachers want principals to provide them with resources and help them grow as professionals. Community members expect principals to keep schools clean and orderly while collaborating with its institutions and businesses; central offices want principals to "keep the lid on," preventing issues from becoming problems. The business community wants principals to focus on producing high quality workers and customer satisfaction. In other words, the multiple perspectives of distinct stakeholders give rise to conflicting priorities and demands.

Even those within the ranks of school principals – the state and national professional associations – have their own definitions of the principal's role. The Michigan Department of Education's Partnership for Success Program initiative has identified four critical attributes of effective school leadership. The Council of Chief State School Officers, through its Interstate School Leaders Licensure Consortium, has set out six standards for school leaders, describing the knowledge, dispositions and performances it expects of school administrators (1996). The National Association of Elementary School Principals (2001) publishes a manual that lists five fundamental prerequisites for successful school leadership. In other words, even those within the profession have different perspectives on the role and responsibilities of the principal.

Although different, many of these definitions share common elements. Principals are expected to provide vision and instructional leadership, on the one hand, and manage students, staff and community members on the other, all while maintaining a safe and orderly environment conducive to learning and high student achievement.

An Endangered Species

One common denominator in virtually every reform initiative is that the principal is the key to successful school improvement. Only the principal is in the position and has the opportunity to influence the many factors – instructional resources, school climate, community support – and people – students, teachers, parents, district staff, business and community leaders – that together determine the success of a school and its students.

Unfortunately, for many principals the responsibilities of instructional leadership have been eclipsed in recent years by the challenges of school management, especially the financial, safety and personnel issues that come with school-based decision making. Now, however, state and federal educational policies demand that instructional leadership be given high priority.

In particular, schools and principals are being pressed to close the achievement gap between student subgroups.

These new challenges remind us that the core purpose of the building principal is to be an instructional leader. Rooted in Public Act 25, the school improvement process, the federal "No Child Left Behind" legislation and "Education YES" initiatives is the expectation that the principal be the catalyst, the keystone, to make positive changes to a building's educational environment. The principal must have and convey a compelling vision for how his or her school will accomplish its goals. The principal is also the "responsible party" when success is not reached. State law demands the removal of the principal before a state take-over of a school occurs.

In short, principals are being asked to do everything, now.

One result is that, around the state and across the nation, districts are reporting that the number of qualified candidates applying for school administrator openings has declined, even as the number of principals reaching retirement age is at an all-time high (NASSP, 2000). Not surprisingly, this decline in interested applicants can pose more problems for some districts than for others, particularly in urban and rural districts. However, it is important to recognize this decline not as a problem for some districts but as a symptom of a greater problem for all districts. In short, the application rate should be treated as the educational equivalent of the canary in the coal mine.

Research by Cusick (2002) and others has found that the prime source of principal candidates – teachers with five to seven years experience and a demonstrated interest in school leadership – increasingly view the role and responsibilities of the principal as too demanding and not sufficiently rewarding.

Management consumes principals' time, attention

Principals today are too busy and are forced to cram too many things into too little time and space. Mary Stephen, a member of the task force and herself a principal, reported in her interviews with 25 of her peers that the problem is that "principals see themselves as carrying the burden of responsibility for everything that occurs within the school – and there are too many things going on in the school." As one principal put it, "You're a problem solver from the minute you walk in until the minute you leave. Everything is a problem." As another said of his 13 years running a large school, "Two thousand kids, 200 staff, 120 of them teachers, I never knew what was going to happen when I walked in the door."

When asked, principals will tell you that they took the job to help kids and to improve instruction, but that they find themselves burdened with increasing and often conflicting responsibilities. Among the conflict-generating elements cited most often are special education, school improvement, annual reports, accountability, core curriculum, student safety, gender and equity issues, mission statements, goals and outcomes, staff development, building level decision making, curriculum alignment, student achievement, MEAPs and other tests, and accreditation.

In his most recent research, Cusick points out that several of the duties of the principal – monitoring state and federal programs, attending to affirmative action, coordinating the curriculum with district and state goals, monitoring tests, and implementing technology – have come only recently. He notes that several of these duties have come as part of recent federal and state mandates.

Cusick cites a study by two Michigan then-superintendents, Wayne Peters and Diane Scheerhorn (1996), who added up 25 years of state efforts to improve Michigan schools and found 289 separate laws, mandates, executive orders and requirements put out by governors, legislators, attorney generals and the Michigan Department of Education. A few examples include the Common Goals of Michigan Education (1971), Michigan Life Role Competencies (1978), Individual goals and objectives (1979), The Blueprint for Action (1984), Standards of Quality (1985), Employability Skills and Student Portfolios (1987), Goals 2000 (1988), Public Act 25 (1990) which included core curriculum, annual reports and building accreditation, Curriculum Frameworks (1993), PA 335 and 339 (1993) which connected student outcomes to school accreditation, Proposal A (1994), Summary Accreditation Status and Inter-district choice (1995), Charter and Public School Academies (1995) and the Michigan Curriculum Frameworks (1996). In each case, the principal has been responsible for interpreting and implementing new policies for his or her building, even when they conflict with each other.

During the past five years, state policy makers have added to this list the Michigan Merit Award Program (1999), The Center for Educational Performance and Information and the Office of School Excellence, the Michigan Accountability Task Force (2000) and the recently passed "School Safety Act," all of which have added to the responsibilities of school principals. Cusick found that principals cited special education as a particular problem. One principal told him, "There used to be three pages of rules about [special education]. Now there are 15." In 2002 the new state accreditation program, Education Yes!, and the 670 page "No Child Left Behind" federal legislation add yet the newest layer of responsibilities for principals.

Cusick and others have identified three other factors that make the principal's role less appealing. The first is money: principals once made significantly more than teachers, but that gap has shrunk. Second, principals work longer hours and more days each year than teachers – princi-

pals point out that they make less per hour and less per day than the teachers in their building. Third, these longer hours come at the expense of family time. One principal told how his young daughter hid his shoes so that he could not go back to school for an evening function.

While district personnel offices see the decline in the application rate for school administrator openings as a problem, state policy makers need to see it not just as a problem but also as a symptom of a greater problem. If states are to achieve the ambitious goals they have set for schools and students, they need to help schools and districts redefine the role of the principal into something that is as rewarding as it is demanding.

Elevated School Leadership in the Context of Standards-Based Reform

The previous section bears out what a national task force (Institute for Educational Leadership, 2000) on principals concluded: that the principalship as it exists in most schools today – “a middle management position overloaded with responsibilities for basic building operations” – cannot meet the new expectations being laid out by state and federal reform initiatives. Principals must now be able to manage not only the ancillary functions of schools but also the much harder and more important core function of schools – that of teaching and learning.

Harvard's Richard Elmore points out that standards-based reforms mean that schools are being asked by policy makers to do things they are largely unequipped to do, and that school leaders are being asked to assume responsibilities that they are largely unequipped to assume (Elmore, 2000). Elmore argues that “standards-based reform represents a fundamental shift in the relationship between policy and institutional practice,” and warns that schools may respond to this reform the way they have to previous reform efforts, by trying “to bend the logic of the policy to the logic of how existing institutions function, making the policy unrecognizable upon its arrival in the classroom.”

Elmore concludes that if policy makers hope to have their reform efforts bear fruit, they must equip schools and their leaders with the right tools. The question is not about change – schools and principals have learned how to change in response to wave after wave of reform initiatives. Rather, the question is about improvement, and improving is something most schools and their principals do not know how to do. To be fair, notes Elmore, nobody else knows either. Standards-based reform sets goals to reach, but provides little guidance on how to reach them.

If it is to succeed, standards-based reform will require schools and districts to shift what they look for in principals from traits – can the person in the role organize things and get along with people – to proficiencies based on a core of technical knowledge about teaching, learning, curriculum, assessment, team building and other essential skills. While traits are important characteristics to consider in selecting school leaders, they are not sufficient to meet the new definition of a successful principal. In short, traits are no substitute for proficiency.

Proficiency represents a much more complex set of knowledge and skills because it requires an understanding of the new student performance standards, the curriculum and pedagogy necessary to achieve them, the assessment used to measure their attainment – and more. Principals need this knowledge and skill in order to guide teachers as they strive for goals across subject areas and grade levels.

What does elevated school leadership look like?

Standards-based reform asks something fundamentally different of schools and school leaders – to help all students learn at high levels. The hard truth is that, across the board, schools and school leaders largely lack the capacity to do this. They simply don't know how. This means that policy makers need to understand that, unless they help equip schools and their leaders with new knowledge and skills, the new policies and goals are no more likely to succeed than previous ones did.

What competencies do school leaders need? First and foremost, principals need competence in instructional leadership – a phrase worth examining closely. Principals need a strong background in instruction, including knowledge of the instructional goals for teachers and students, as well as an understanding of the range of teaching strategies available and appropriate by subject and grade level. They need to be familiar with assessments and how to use them to improve instruction. They also need skills in guiding instruction – that is, helping teachers and other staff members adjust their practices to reach and improve learning for all students. Ideally, principals will have deep knowledge in at least one subject area so that they know what it means to have it and can recognize subject mastery (or the lack of it) in others, even in different subject areas. The principals on this task force who have been recognized for dramatic student improvement in their schools have deep core knowledge of the standards, the curriculum, and of instruction. Instructional leadership is essential to closing the achievement gap between student subgroups. Principals need to be able to help teachers adapt curriculum and instructional practices to meet the needs of all students without lowering standards.

Second, effective principals need competence in organizational leadership. The management function that largely defines the principal's workload today is a necessary part of a principal's role, but it needs to be restructured. Principals simply cannot become instructional leaders unless school management becomes manageable. Moreover, principals need to know how to organize their school communities in ways that support the core function, including being able to recognize when and where the current organization distracts from or impedes improved teaching and learning, and find alternative organizational strategies that work. Principals need to be able to shift the traditional, autonomous culture schools (in which individual teachers decide their own instructional goals) toward a normative culture that puts the learning of all students first, with clear expectations for teachers and students about how that plays out every day in every classroom.

Third, principals need competence in community leadership. The position of principal has become the nexus between the school and the community it serves. Principals are the "public face" of their schools and need to keep the community informed and engaged in school progress. Principals must at once understand and respond to the unique strengths and needs of the families and community members in and around their schools in order to mobilize any and all community resources possible for the benefit of the students. Principals also set the tone and expectations of the school as a community with a special purpose: the preparation of all its students to participate as full and productive members of the larger community and society around them.

Many principals already have competency in one or more of these areas of leadership; the challenge facing local and state policy makers is how to help them develop their competence in the other areas, in helping all principals attain competence in all three areas of leadership. It is also important to note that these core competencies do not describe the whole spectrum of knowledge and skills that individual principals may have or need. They are, however, the set of competencies that all principals need if they are to be effective school leaders.

Task Force Policy Recommendations

The Task Force on Elevating Educational Leadership recommends three areas in which State Board action can improve the leadership our students and schools receive. These areas are complementary: progress in one area will benefit action in the others.

Recommendation #1: The State Board should recommend to the Legislature a new system of endorsement for school administrators. In order to do this, the Board should establish standards for effective school leadership that acknowledge the existence of core competencies that school leaders must have if their schools and students are to achieve excellence and that reflect the multiple roles of instructional leadership, operations management and community leadership. Included in this effort should be a new process for accrediting the university programs that prepare administrator candidates to ensure that such programs include sufficient opportunities for candidates to learn about the real issues that will confront them as principals and superintendents.

Currently Michigan is the only state that has no standards and does not license or certify its school administrators. Every student deserves the opportunity to attend a school in which the principal has the qualifications necessary to fulfill this essential role. By establishing these standards, the State Board will also provide superintendents with a valuable tool for assessing principal performance.

The issue of standards for the principal's position and for the preparation programs offered by universities was overwhelmingly favored by task force members. A minority position voiced by some of the charter school principals interviewed for this report appears in the appendix.

Recommendation #2: The State Board must acknowledge the complexity that has developed in the roles and responsibilities of the principal and help others to realize the tremendous change in the demands on school leadership that has transpired over the past 20 years. Legislators, local school boards and other policy makers in particular need to understand the "additive" effect of layer upon layer of education reform efforts over the years and resist the temptation and habit of continuing to add to the list of responsibilities principals have.

In the interest of establishing and implementing more effective educational policy, the State Board should create an advisory panel of seven to nine members, including active building principals and representatives from higher education, to monitor and review proposed changes in education policy and their potential implications for school administrators, as well as assist the State Board in establishing standards for school leadership. Such a panel could also recommend a new job description for school principals that acknowledges the need to balance the responsibilities of instructional leadership and operations management, as well as the human

toll that excessive responsibilities take on the people who fill these positions. Most important, such a description could set boundaries for a position that currently has none.

This recommendation echoes one made by the National Association of State Boards of Education in their task force report on school leadership (1999): "To ensure excellence among all principals, states need to provide a clear picture of an effective principal, contained in a set of standards, and require principals to be evaluated regularly according to the knowledge, skills, and dispositions defined in the standards."

Recommendation #3: The State Board must make a commitment to securing an appropriate level of support for the professional development of principals in allocating funds from Title II of the federal "No Child Left Behind" legislation. Central to this professional development is the establishment of an effective mentoring program for new principals, particularly for those principals beginning work in low-performing schools. To this end, state-wide professional development opportunities such as Principal's Academies that draw upon the resources of the state and national administrators associations and university expertise could create an on-going system of support for school leaders who otherwise have very limited access to knowledgeable others familiar with the type of issues they face on a daily basis.

The teacher quality movement has recognized the importance of induction and mentoring during the first years of teaching. The effectiveness of professional development for teachers will be severely compromised if their building principals lack similar opportunities to grow professionally.

Conclusion

Federal requirements to raise standards for all students and to close the achievement gap between student subgroups pose a challenge to every state. In its constitutional role as the general planning and coordinating body for all of Michigan's public education, the Michigan State Board of Education can take the lead in helping schools and districts across the state make the most of their most valuable assets – the teachers and principals who work with students every day. The purpose of this report is to recommend actions that the State Board can take to maximize the effectiveness of the state's school leaders – its principals.

These three recommendations – creating a system of administrator endorsement and preparatory program review based on established standards for effective school leadership, creating an advisory panel to the Board of Education to review potential changes to policies and legislation affecting schools and to help redefine the roles and responsibilities of the principals in their schools, and supporting high-quality professional development for administrators – will help equip Michigan's schools and districts to meet the ambitious goals set for them by recent state and federal education policies. By adopting these recommendations, the State Board would

acknowledge the complex nature of the job as it has evolved over the past two decades and create new state-wide educational structures to help schools and districts respond to this complexity.

The task force considers these to be beginning steps in formulating a state-level response to decades' worth of evolution in the roles and responsibilities of the principal. Adopting these recommendations would send a positive message to current practitioners that Michigan's educational leadership cares about what they do and encourage new recruits to enter the challenging yet rewarding field of school leadership.

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Appendix A: Voices from the Field: the Genesis of the Report Recommendations

Part of the early work of the Task Force involved listening to and discussing the challenges and possibilities of elevating educational leadership with large and representative groups of principals, assistant principals, teachers, superintendents and assistant superintendents at three different meetings. These groups generated a host of observations and recommendations which have been organized and synthesized below.

These recommendations fall into four categories: raising general awareness of school leadership issues; facilitating the work of local districts in redefining the role of principals; supporting improvements in the professional development of school leaders; and establishing a system of administrator endorsement and preparatory program review.

Category 1: Raise Awareness of School Leadership Issues

- Raise awareness of the importance of the principal as instructional leader.
- Raise awareness among policymakers of the roles and responsibilities of the principal
- Address the critical shortage of building administrators.

As the Institute for Educational Leadership (2000) has stated, "There is no alternative. Communities around the country must 'reinvent the principalship' to enable principals to meet the challenges of the 21st century, and to guarantee the leaders for student learning that communities need to guide their schools and children to success." There are several steps the State Board can take to facilitate this essential work.

Category 2: Facilitate Redefinitions of Principalship Roles and Responsibilities

- Define the role of the principal. Create a generic job description that is understandable to various audiences and reflective of current demands.
- Help schools and districts redefine leadership responsibilities and create a balance among the instructional, organizational and community leadership aspects of the principal's work.

- Help schools and districts define the community leadership responsibilities of the principal.
- Define other stakeholder roles and responsibilities in school improvement: school boards, superintendents, teachers, parents, business and neighborhood community members.
- Increase the autonomy and authority principals have in staff selection.

As the Institute for Educational Leadership suggests, much change has to occur at the district level, but our state can play a pivotal role in their collective success by sponsoring the development of improvements in principal evaluation, establishing professional development networks, and – most of all – setting or adopting standards such as those of the Interstate School Leaders Licensure Consortium in reestablishing license and certification requirements for administrators in Michigan and strengthening preparation standards for accreditation of higher education programs.

Category 3: Support Professional Development in Education Leadership

- Hold state-wide, state sponsored Principal Leadership Academies.
- Hold a series of interactive policy symposia on elevating leadership.
- Develop a state-wide infrastructure to
 - Provide training for school administrators specifically geared to developing leadership skills and competencies that support instruction;
 - Provide in-service training for administrators in teacher evaluation particularly for high needs schools.
- Establish a state principal (leader) in residence, similar to the teacher in residence program.
- Establish a state school leadership recognition program.

Category 4: Policy Changes

- Establish state endorsement for school administrators and establish rigorous standards for pre-service training, including training in teacher evaluation.

- Invest in change: pursue appropriate state and federal funding to support professional development strategies in what principals are accountable for (job description); these strategies include principal mentors and leadership training.
- Review the language in the School Code pertaining to sanctions for dismissal of the building leader (Accreditation Section 1280) and language pertaining to the cap on the length of contracts for principals.
- Appoint a seven to nine member advisory panel composed of practitioners and representatives from higher education to research and evaluate policy proposals and issues, make recommendations and provide guidance to the Board around education policy issues.

Appendix B: Input from Charter School Principals

Charter school principals were interviewed to get their perspectives in connection with the task force. While there was widespread agreement among them on most of the issues facing principals today, most were opposed to reinstating an endorsement or certification of principals.

It should be remembered the state legislature eliminated certification for principals in 1995, shortly after it passed a bill creating charter schools in Michigan. It should also be noted that Michigan is the only state with no requirements to become a principal.

Certification normally carries the recognition that a candidate has completed a background of studies in school administration, building management, curriculum development and instructional leadership.

Charter school principals generally felt that no prior school leadership education need be required for taking on the role. As one charter school principal put it, "A person could bring a variety of talents to the job and limiting their background to education subject matter could prevent someone who is good for the job from taking it. A person's degree (in an area other than education) shouldn't disqualify them from taking the job."

One charter school principal with a background in business management found he is placing great reliance on his teachers. "I believe teachers have the knowledge to be successful in what they are doing at the school and should not only be consulted about things but should have their ideas considered when carrying out objectives," he said.

Another principal with a Master's degree in Administrative Supervision feels "that 90% of the job is common sense" but nevertheless believes that the courses she's taken in curriculum development, instructional leadership and teacher evaluation are invaluable.

At least one charter school principal thought it was very important to have a background in education and curriculum development because as she sees it, "being an instructional leader is paramount to being a principal."

Most of Michigan's charter schools are led by management companies who in turn hire the principals for the schools in their network. Some principals acknowledged that while they enjoy the autonomy of being able to hire and fire their own staffs, they nevertheless rely on their management companies for advice and other decision-making. One principal in fact, said she was in daily contact with her management company for advice. For the most part charter school principals did not express a need for advice on how to manage a school building, but they did stress the need for assistance in doing so.

In summary, while most charter school principals said a background in educational leadership should not be a requirement to be hired as a principal, they did recognize a need for having some understanding and increased knowledge of curriculum and instructional development. Those with no educational background acknowledged placing a reliance on their management companies and teaching staffs for expertise in those areas.

Charter school principals want more job-related information and appreciated whatever professional development their ISDs offered. Not all ISDs, however, offer leadership programs. As one principal said, "I recognize the need to be accountable and that the buck stops with the principal. We need to be better this week than we were last and we need to be in touch with the current needs of our students."

Appendix C: Principals in State and Federal Legislation

Principals in Michigan Law

Recognition of the central role of the principal in school improvement dates back at least to 1990, when the Michigan legislature enacted Public Act 25, Michigan's first school improvement legislation. PA 25 established the basis for a state-wide core curriculum, required schools and districts to devise school improvement plans and provide annual reports of student and school performance to parents and the community. It also established a new accreditation system for schools that held the principal accountable should a school fail to meet accreditation standards.

In 1995, the Michigan Legislature enacted Public Act 28, a series of revisions and amendments, one of which repealed those sections of the Michigan Revised School Code that pertained to school administrator certification. As a result, Michigan is the only state in the nation that does not license or certify its school principals, district superintendents and other school administrators, nor does it accredit the university programs that prepare them. Therefore, Michigan currently has no state standards for the preparation and qualifications of school principals. As a practice, however, almost all school districts have their own standards for administrator hiring.

Principals in Federal Law

Although it contains no specific language about the role of school administrators in school improvement, the 2001 No Child Left Behind Act requires districts receiving Title I funds to take "corrective action" by the end of the second full year after identification if schools are not making adequate yearly progress (AYP). The act specifies that at least one of a list of corrective actions must be taken; that list includes "replacing school staff considered relevant to the failure to make AYP, significantly decreasing management authority at the school level, and restructuring the school's internal organization." If schools continue to fail to reach AYP after one year of corrective action, school districts are required to institute alternative governance arrangements. This "restructuring" can include turning school operations over to the state department of education. It should be noted that AYP, as it pertains to No Child Left Behind, is yet to be defined.

At the same time, Title II of the Act provides significant funding for teacher and principal training and recruiting activities (more than \$110 million for Michigan in FY 02). States are required to use these funds to carry out one or more of several specified activities, including reforming teacher and principal licensure and certification, recruiting highly qualified teacher and principal candidates, and providing professional development to teachers and principals.

MICHIGAN
STATE BOARD OF EDUCATION

POLICIES ON
INTEGRATING COMMUNITIES AND SCHOOLS

The State Board of Education will provide leadership and work collaboratively with educational institutions, agencies, and other groups, organizations, or partners to integrate communities and schools through policy action.

Accordingly, the policies of the State Board of Education are as follows:

State Board of Education

The State Board encourages local collaboration by enacting, through its grants and contract requirements, proof of active collaboration in related school actions.

The State Board encourages school districts to create a local plan for promoting and sustaining community/school collaboration.

The State Board encourages school districts to get actively involved in their local multi-purpose collaborative body (MPCB).

The State Board will seek legislation where necessary, and create policy where necessary that allows school districts greater flexibility in the use of existing financial resources to meet identified community needs.

The State Board will advocate for rules, regulations and legislation that enable provision of quality services taking place in school facilities before and after the school day.

The State Board will advocate for additional state funding for community school programs to supplement the 21st Century Community Learning Centers program.

The State Board will advocate for continued use of funds from other state agencies to support school and community integration, and encourage the provision of funding to support community driven initiatives.

Superintendent of Public Instruction/Michigan Department of Education

The State Board directs the Superintendent of Public Instruction to continue to produce a yearly document outlining all existing financial sources of funding (with eligibility criteria) that can be used for interagency collaborative projects and to disseminate the document to local and intermediate school district superintendents, multi-purpose collaborative bodies, and interested community groups.

The State Board directs the Superintendent to work with state level interagency partners to develop training for community and school partners to promote mutual understanding of issues and concerns.

The State Board directs the Superintendent of Public Instruction to develop a guide for local districts that outlines how to promote community integration, how to identify assets and build an awareness of need, how to identify and be involved with various stakeholders, how to involve and be involved with business, how to build staff awareness and buy-in, how to identify and involve various community groups, and how to market in the community.

The State Board directs the Superintendent to develop a process for providing technical assistance in developing, improving, and sustaining interagency-school collaboration by establishing a network of regional exemplary programs as part of funding grants and/or establishing programs in order to leverage field expertise for the operational support of other like-programs in that area.

The State Board directs the Superintendent to identify, determine mechanisms to disseminate and provide links to and models for interagency-school collaboration, (i.e., mentoring, full day and full service schools, service learning), including developing a variety of tools using multiple media opportunities to support communities and schools gaining knowledge (i.e., CD-ROM, web site, video for use in cable access, etc.).

The State Board directs the Superintendent to develop and disseminate model standards for programs offered during out-of-school time.

Adopted August 8, 2002



STATE OF MICHIGAN
STATE BOARD OF EDUCATION
LANSING

Exhibit D



THOMAS D. WATKINS, JR.
SUPERINTENDENT OF
PUBLIC INSTRUCTION

Evaluation of Superintendent of Public Instruction
Thomas D. Watkins, Jr.
August 8, 2002

Just over a year ago, the State Board of Education selected a new Superintendent of Public Instruction, Thomas Watkins. During the search process, the Board worked with Cascade Consulting to define the qualities and characteristics of the person we were seeking and what we hoped that Superintendent would accomplish.

In developing our evaluation instrument for this annual review, the Board used, as a basis, the criteria developed to describe the qualities we wanted in our Superintendent. These included: (1) Implementation of State Board Policies; (2) Day to Day Management, Supervision and Leadership of the Michigan Department of Education; (3) Facilitation of Alliances and Partnerships and Cooperative Working Relationships with Others; (4) Assistance in Strategic Planning; (5) Spokesperson and Advocate; and (6) Givens. Board members were asked to evaluate the Superintendent in a range from 1 to 5, with 5 being the highest.

Implementation of State Board Policies

The Board is strongly committed to its goal of raising the achievement level of all students, with special emphasis on chronically underperforming schools and students. To work toward that goal, the Board established five task forces, chaired by Board members and composed of a broad array of participants, including educators, and citizens representing many stakeholders. The Superintendent directed key staff to work with the task forces. With that assistance, the work of the Task Forces was completed in just over a year.

Several members of the Board feel that the Superintendent should focus even more on implementing the Board's goals and policies, although much progress is being made. The overall evaluation for "Implementation of State Board Policies" was 3.75. We look forward to working in partnership with him to utilize his considerable energy and talent on fulfilling our expectations in the next year.

*Day to Day Management, Supervision, and
Leadership of the Department*

Under "Day to Day Management, Supervision, and Leadership of the Department" which includes (1) providing visionary leadership, (2) fostering an inspirational atmosphere conducive to productive and efficient work, and treats staff with respect and acts in an exemplary, professional manner, and (3) establishing an effective, responsive, and productive organization, the score was 4.0.

Faced with budget cuts and early retirements of many experienced staff, the new energized policy directions of the State Board, and the demands of the new No Child Left Behind Act, the Superintendent is working with staff to develop a reorganization plan that will meet these criteria. In light of these many changes, this will be a key area of focus for the Superintendent in the upcoming year and that we will work in partnership with him in meeting this challenge.

KATHLEEN N. STRAUS - PRESIDENT • SHARON L. GIRE - VICE PRESIDENT
MICHAEL DAVID WARREN, JR. - SECRETARY • EILEEN LAPPIN WEISER - TREASURER
MARIANNE YARED MCGUIRE - NASBE DELEGATE • JOHN C. AUSTIN • HERBERT S. MOYER • SHARON A. WISE

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Facilitation of Alliances and Partnerships and Cooperative Working Relationships

"Facilitation of Alliances and Partnerships and Cooperative Working Relationships with Others," includes the Governor and Legislature, as well as state agencies, associations, etc. The Superintendent has established excellent working relationships with many key legislators. The total score for this section was 4.0.

He has also worked to keep many others informed and involved. He has developed productive relationships with many stakeholders and groups. For example, when he assumed the position, he was faced with two major issues. One was the special education rules that were proposed just prior to Mr. Watkins' starting. Many had publicly expressed their serious concerns that not enough time had been allowed for public comment, and were worried about the impact of the proposed changes on their children. Additional time for hearings was ordered by the court. Mr. Watkins scheduled more hearings than ordered. Then, he held six "Listen and Learn" sessions where he personally engaged parents and others in conversation so that he could feel confident that he was well informed before taking action. He revised the original proposal to reflect the input he received, resulting in unanimous Board approval of this action.

The other major area was "accreditation." Mr. Watkins recruited Dr. William (Bill) Bushaw, as Chief Academic Officer to be the point person for this effort. Dr. Bushaw had been one of the finalists for the position of Superintendent. That Mr. Watkins asked Dr. Bushaw to be his deputy, and that Dr. Bushaw accepted speaks highly of both. Together they led the effort, working with Department staff and engaging key stakeholders to develop a plan. It was arduous work, involving many meetings with stakeholders to ensure support and cooperation in the plan's implementation. The State Board approved the plan in April 2002. The legislative committee chairs also accepted the plan which will now go into effect in 2002-2003.

Assistance in Strategic Planning

"Assistance in Strategic Planning" includes providing the Board with timely and relevant information regarding education policy development and provides the Board sufficient technical, research, and staff support. Here, too, the score was 4.0.

Spokesperson and Advocate

As "Spokesperson and Advocate," the Board members all agree that Tom has been outstanding. Here the score was 4.8. This was Mr. Watkins highest score.

Mr. Watkins assumed the position on April 30, 2001. Since then he has been a whirlwind of activity. He has visited schools all across the state--from Copper Harbor in the Upper Peninsula to Monroe County on the Ohio border, and just about everywhere in between. He has met with and spoken to most, if not all, the education associations in the state, including the Michigan Education Association, the Michigan Federation of Teachers, the Michigan PTA, Michigan Association of School Boards, Michigan Association of School Administrators, Michigan Association of Secondary School Principals, Michigan Elementary and Middle School Principals Association, Michigan Association of Nonpublic Schools, Michigan Association of Public School Academies, as well as Chambers of Commerce, and others concerned about education. He has generated great excitement in much of the education community and in many citizens concerned about our public education system.

Givens

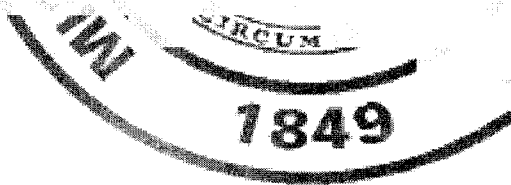
The final section "Givens" includes "adhering to, and fulfilling the duties imposed by the Constitution, statutes, rules, etc. The Superintendent has tackled difficult situations, for example dealing with the problems in the Inkster Schools. This section was a simple Pass/Fail. All Board members gave him a "Pass" on all criteria.

Conclusion

The overall score, based on performance in 20 areas, was 4.3 for this challenging year.

Mr. Watkins has met the criteria and challenges head on. When we hired Mr. Watkins we said we wanted, among other things, an effective spokesperson and advocate -- we have one. We wanted a leader -- and we have one. As we begin our second year together, we expect that Mr. Watkins will build on his accomplishments of his first year and be able to concentrate even more of his efforts on the necessary Department restructuring and implementation of Board policies and goals.

The Board looks forward to continue to work with Mr. Watkins on the Board's goals and priorities, as well as the Superintendent's statutory responsibilities. We recognize that he has other obligations to fulfill, including restructuring and administering the Department of Education, implementing accreditation, serving as a member of the Detroit Schools Reform Board, and the Commission on Charter Schools, implementation of "No Child Left Behind," etc. Board members expressed confidence that the Superintendent and Board can together continue to focus even more on the Board's goals and priorities--Ensuring Excellent Educators, Elevating Educational Leadership, Embracing the Information Age, Ensuring Early Childhood Literacy, and Integrating Communities and Schools to raise the achievement for all students.



State of Michigan
State Board of Education

RESOLUTION

DIANE L. SMOLEN

WHEREAS, Diane L. Smolen joined the Michigan Department of Education in 1985 as the Supervisor of the Postsecondary Information Unit in Higher Education Management Services to implement the postsecondary information database; and

WHEREAS, in 1990, Diane L. Smolen spent a year working in the Department of Education's Professional Preparation Unit implementing the then newly required Teacher Certification Tests; and

WHEREAS, from 1991 to 1997, Diane L. Smolen was the Supervisor of the Michigan Educational Assessment Program (MEAP), with the overall day-to-day responsibility for the development, administration, scoring, and reporting of the state assessment tests administered to students in grades 4, 5, 7, 8, and 11, and was also responsible for implementing complicated and controversial high school proficiency tests; and

WHEREAS, from 1997 to 1999, Diane L. Smolen served as the Director of the Office of Standards, Assessment, and Accreditation, and was responsible for School Improvement, Professional Development, Accreditation, Assessment, and Early Childhood Education; and

WHEREAS, effective January 1, 2000, the Michigan Educational Assessment Program (MEAP) was transferred by Executive Order to the Department of Treasury, where Dr. Smolen served as Director of the Michigan Merit Award Program, and was primarily responsible for overseeing both the Merit Award and MEAP programs; and

WHEREAS, Diane L. Smolen returned to the Department of Education in 2002 as the Director of the Office of Education Options, Charters, and Choice, and was responsible for overseeing programs for Public School Academies, Gifted and Talented Education, Alternative Education, Schools of Choice, Advanced Placement, Troops to Teachers, and International Education; and

WHEREAS, during her 17 years of service in the fields of education in Michigan, Diane L. Smolen has demonstrated leadership and personal integrity; and

WHEREAS, Diane L. Smolen's greatest strengths include her willingness to implement new programs, make difficult decisions, and always place children first; and

WHEREAS, Diane L. Smolen has informed the Michigan Department of Education that she will retire from her active career in education; now, therefore be it

RESOLVED, That the Michigan State Board of Education receive with deep regret the news of the well-deserved retirement of this able and distinguished educator; and be it further

RESOLVED, That the Michigan State Board of Education extend to Diane L. Smolen its highest regard and heartfelt gratitude for the dedication and expertise she has brought to the children of Michigan; and be it finally

RESOLVED, That the Michigan State Board of Education express its fervent wish that Diane L. Smolen enjoys many years of happiness, good health, and rewarding experiences during her years of retirement.



Adopted August 8, 2002

Kathleen N. Straus, President

Thomas D. Watkins, Jr., Chairman